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ABSTRACT

An explanation of the impending shortage of minority teachers and suggestions for increasing the supply of minority teachers compose the crux of this document. The following specific actions may be taken by local school districts, colleges of teacher education, teacher certification boards, and teacher recruitment and selection offices to ensure that a highly talented cadre of minorities will choose teaching over other professions: (1) gather information about gender and minority distributicn of students enrolled in colleges of education, and of teachers; (2) organize task forces that focus uniquely on minority teacher recruitment; (3) develop strategies to expand the number of target groups from which to recruit teachers; (4) lobby for fiscal support to improve minority participation in the teacher recruitment effort and expand financial assistance packages; (5) increase financial support for schools that minorities attend; and (6) develop a pool of oncall minority professionals who can be quickly brought into teaching. An appendix lists suggested recruitment programs and practices with regard to policy review and constituency building, data-gathering activities, early recruitment/pipeline improvement, program-entry incentives, retention to successful licensure, and recruitment from alternative pools. (JAM)

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RECRUITING MINORITY CLASSROOM TEACHERS: A NATIONAL CHALLENGE

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RECRUITING MINORITY CLASSROOM TEACHERS: A NATIONAL CHALLENGE

BY
DENISE A. ALSTON

RESULTS IN EDUCATION

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CENTER FOR POLICY RESEARCH
NATIONAL GOVERNORS' ASSOCIATION

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INTRODUCTION

The convergence of demographic changes, the current course of education reform, and teacher supply and demand begs for an aggressive effort by the states to recruit, prepare, and certify minority teachers. The cultivation of a cadre of talented non-white teachers must become a high priority of all states, whether or not they have a large representation of minority students in their schools.

The composition of the nation's youth population is changing, and the changes are making new demands on the education system. Demographic projections show that the youth population is shrinking, but the slowest decline is among racial and ethnic minorities, particularly blacks and Hispanics. These groups, who suffer a disproportionate share of economic and educational disadvantage, will make up a growing proportion of the student population and workforce in the twenty-first century. These students must be prepared, not only for occupations requiring basic skills, but also for a wide range of high-skill professions including teaching. Yet, fewer of these minority young people are choosing higher education today than they did ten years ago. Of those who do continue their education, fewer minorities than ever are choosing teaching as a career.

The teaching force has undergone a "cultural homogenization" in recent years despite the dramatic growth in racial and ethnic diversity among students. In the six years between 1979 and 1985, the number of ethnic minority teachers decreased by about 20,000, a 1 percent drop.[1] National estimates suggest that only 10 percent of the current teaching force is black, Hispanic, or Native or Asian American, while more than 25 percent of the country's school children belong to these groups. Teaching is one of the few professions in which minority participation has declined even as career opportunities have expanded. From 1975 to 1982, bachelor's and master's degrees in business awarded to minorities, for example, have increased by more than 60 percent. During the same time, the number of bachelor's degrees in education awarded to minorities decreased 50 percent from 20,000 to 10,000, and master's degrees dropped by nearly 7,000.[2]

At the same time, a substantial portion of the current teaching force is moving toward retirement (with a median age of 41), and at least 12 percent of these teachers are racial and ethnic minorities. National projections predict that by 1995, when minorities make up 30 percent of the student population, less than 5 percent of teachers will be minorities if current trends are not reversed.[3] Of the estimated 1.5 million new teachers needed by the mid-1990s, at least 500,000 of them must be racial and ethnic minorities to achieve proportionate parity with the student population.

The demand for more minority teachers is clear. Students need contact with minority teachers to help prepare them to live and work in an increasingly multicultural, multiethnic society. Minority teachers serve as role models of success and scholarship for minority students. For majority students, minority teachers accurately reflect the growing diversity among professionals and authority figures throughout society.

Education reform is expanding its scope beyond raising standards to ensuring that more students can reach those standards and even higher levels of competency. Larger, more diverse teaching staffs are needed to serve a more diverse student body. Meeting the demands of education reform will require smaller class sizes, full-day kindergarten, and other similar moves, which will require an expanded teaching force. In addition, recent calls for greater parent involvement in the schools could be hampered by tensions between minority parents and overwhelmingly non-minority teaching staffs.[4]

MINORITY TEACHER SUPPLY

The impending shortage of minority teachers will be felt most acutely in states with large and growing populations of minority students. Twenty-eight states have minority student populations of 15 percent or more. Fifteen of these states were surveyed by the National Governors' Association (NGA) to learn about the current minority teacher supply compared to the current minority student population, the incoming supply of minority teachers, and the policies and practices the states are using to increase their supply of minority teachers. These states had black, Hispanic, or Native American student populations ranging from 17 percent (Missouri) to 55 percent (New Mexico). The selected states were, in the East: Maryland and New Jersey; the South: Alabama, Arkansas, Florida, Georgia, Louisiana, Mississippi, North Carolina, South Carolina; the Midwest: Illinois and Missouri; and the Southwest: California, New Mexico, and Texas.

None of the fifteen states had a representation of minority teachers that matched the proportion of minority students. In fact, in five of the states (California, Illinois, Missouri, New Jersey, and Texas), the proportion of minority teachers would have to increase 100 percent to achieve a balanced representation of minority teachers for either minority or majority students.

Despite the need, data on the proportion of minority teacher candidates (either teacher education students or recent graduates) show that none of the survey states has a sufficient supply of potential teachers. For example, Mississippi, a state with a majority black student population, certified only 212 new black teachers in 1986 out of the nearly 2,000 total issued.[5] Similarly, in Illinois only 560 of the 5,382 candidates completing teacher education in 1985 were minorities. In that same year, more than 595,000 minority students were enrolled in Illinois public schools. Texas had more than 1,375,000 black and Hispanic students in its schools, but awarded only 7,000 (out of 28,000 overall) bachelor's degrees in education to blacks and Hispanics in 1986.[6]

In most states, the minority student population in public schools is growing at a far faster rate than the majority popula-

Minority Students and Teachers (K-12), and College Students in Fifteen States (data is for 1984 unless otherwise indicated)

	Minority K - 12 Enrollment (%)	Minority Teaching Force (%)	Minority Teacher Candidates (%)	Minority College Students (%)
Alabama	36	26	9*	19
Arkansas	26	15	11**	16
California	48	20*	N.A	31
Florida	35**	20	16	21
Georgia	37	N.A.	N.A.	18
Illinois	32*	15	10	20
Louisiana	45	33**	N.A.	27
Maryland	37**	22**	N.A.	20**
Mississippi	51	N.A.	11*	30
Missouri	17	7	4**	11
New Jersey	32**	12**	N.A.	19**
New Mexico	55	26**	N.A.	33
North Carolina	34	23*	15**	21
South Carolina	41	23**	N.A.	20
Texas	47**	23**	26**	27**

* 1985-86
** 1986-87

NOTE: N.A. – data was not available.

SOURCE: In addition to the NGA survey, sources for this table include: U.S. Department of Education, *Digest of Education Statistics*, 1987. Southern Regional Education Board, "A Progress Report and Recommendations on Education Improvements in the SREB States," 1987.

tion, but minority enrollment in teacher education is holding steady or declining. Several factors contribute to the overall decline in minority teachers in the public schools.

Why Is the Number of Minority Teachers Declining?

Minority teachers are leaving teaching for many of the same reasons majority teachers are leaving. Many teachers are approaching retirement and fewer youth are choosing education as a career. The number of new teachers entering the profession annually has declined by two-thirds, from 300,000 in 1970 to 100,000 in 1985.[7] Among minority college students, especially blacks, there has been a rapid and dramatic shift away from teaching to other occupations.

The Lure of Wider Opportunities. This is not altogether bad news. The shift reflects the results of the struggle in the 1960s and 1970s for equal employment opportunity. Historically, black and female professionals were segregated in education careers. In 1985, however, 30,000 degrees were awarded to blacks, Hispanics, Asian, and Native Americans in medicine, law, engineering, and other professions where minorities have been underrepresented. That same year, only 3,400 bachelor's degrees in education were awarded to minorities—a complete reversal of previous trends. Minority women, traditionally overrepresented in the teaching profession, have shown an even greater rejection of teaching careers than white women.[8]

Part of the shift away from teaching also can be attributed to the career choices of the growing number of second-generation minority college students. Most college-educated parents, minority or majority, do not encourage their children to enter the teaching profession. Because of low teacher salaries, poor working conditions, and wider employment opportunities for minorities, teaching is no longer a viable career for young people whose families have attained some measure of social and economic security.

Yet, teaching continues to be a route out of poverty and into the middle class for young people who are the first of their family to enroll in college. Since the post-World War II era, the

majority of teachers have been first-generation college students. Today many of these students can be found in rural and inner-city districts where the need for minority teachers is great.

An aging teaching force and the lure of other occupations have had a somewhat even-handed impact on the supply of minority and majority teachers. Two other factors have had a disproportionate impact on minority teachers: teacher tests and college participation rates. Teacher tests, whether for admission to programs or certification, have had a singularly negative effect on the supply of minority teachers. In addition, the minority population has experienced a marked decline in college enrollment.

College Participation of Minority Youth. White youth continue to maintain an edge over minorities in their rates of college participation. While 75 percent of the 18 to 24 year-olds in 1984 were white, they accounted for more than 80 percent of the college enrollment. On the other hand, minorities are now 25 percent of the college-age population, but only 17 percent (a little more than 2 million) are actually enrolled in college.[9]

The picture is different for each minority group. While participation of Asian-Americans increased by more than one-third over the past five to seven years, participation of black-Americans dropped 3.8 percent from 1980 to 1984. Hispanic enrollment has grown since 1980, yet this group still represents less than 5 percent of college enrollment, or 530,000 students, though they make up 8 percent of the college-age population. The enrollment of Native American students fluctuated between 1980 and 1984, but still remains at less than 1 percent of college students. Unless more minority students go to college, the pool from which to draw potential minority teachers will remain critically small.

One sector of higher education does claim a disproportionate share of minority students: two-year colleges. Forty-five percent of all blacks and 54 percent of all Hispanics enrolled in post-secondary education are at two-year colleges. Minorities represent 21 percent of the enrollment in two-year institutions, but only 14.5 percent of the enrollment in four-

year colleges and universities. Minorities choose two-year schools because of their proximity and convenience to students' homes, they cost less, and because two-year schools often have a more personal environment than four-year schools. The rate of transfer from two-year to four-year schools remains low because of financial barriers, perceived academic insufficiencies, and anticipated lack of comfort.[10] A larger number of transfers from two- to four-year institutions could help increase the pool of minority college graduates and teacher candidates.

In turn, college enrollment rates are affected by high school graduation patterns. More black students are graduating from high school than ever before, but the dropout rate for blacks remains high. Between 1968 and 1985 there was a 17 percent (from 58 percent to 75 percent) increase in graduation rates.[11] The dropout rate for blacks soars to 65 percent in some segregated urban high schools, while the national average for all students is 25 percent. Compared to the mid-1970s, a smaller proportion of those who do graduate go on to college.

Similarly, Hispanic high school graduation rates increased 10 percent (from 52 to 62 percent) between 1972 and 1985, but were accompanied by dropout rates as high as 75 percent in many racially segregated high schools, and by a national rate of at least 44 percent. College participation rates for Hispanics also fall short of high school graduation rates. In 1984, twenty-six out of one hundred Hispanic high school graduates (compared with thirty-four out of one hundred white graduates) went on to college, the same number as in 1972.[12] To explain the limited enrollment of black and Hispanic students, some observers of these trends point to rising college costs, decreases in the ratio of grants to loans in financial aid, and increased reports of racial hostility on college campuses.

The Impact of College Financial Aid. The rising cost of higher education and the decreasing availability of financial aid continue to concern low-income students. National data reveals that college attendance by low-income and minority students has suffered severe declines as grant and work-based

financial aid options have decreased. For example, between 1978 and 1982, students from families with incomes under $10,000 suffered a 17 percent reduction in college enrollment rates. For black students in this income category, the reduction was more than 30 percent. For Hispanic students with family incomes from $10,000 to $20,000, 21 percent fewer students attended college in 1982 than in 1978.[13]

During this same time period, a significant shift occurred in the ratio of aid provided through grants *versus* loans, with loans growing from one-fifth to one-half of all federal financial aid available.[14] This change is partly due to a surge in loan-based aid with no comparable increase in grants. Another factor is the elimination of Vietnam era veterans' and Social Security school benefits. Increases in Pell, state, and institutional grants have not offset these reductions. School loans that outstrip a family's annual income may be a serious deterrent to pursuing higher education. If more financial aid grants were available, especially for the poorest minority students, higher education would be more accessible to low-income students. Increasing the pool of poor, first-generation minority students in higher education increases the pool from which the teaching profession can recruit candidates.

The Impact of Teacher Testing on Minority Teacher Supply

The first wave of education reform emphasized assessment of teacher abilities to ensure quality and accountability of the profession. The primary tools for this assessment are standardized paper-pencil tests. Educational disadvantage and perceived cultural bias contribute to minorities' poorer pass rates (between 25 percent and 50 percent below whites) on these tests. The widespread use of these tests has put minorities at a disadvantage for entering the profession. While the decline in minorities entering teaching began prior to the broad adoption of teacher admission and certification tests, teacher testing has had a diminishing effect on the minority teacher pool. The effect occurs at the point of admission to teacher training and at the state certification level.

Admissions Testing. As of April 1987, twenty-five states, including nine in this study,[15] used some form of general

knowledge test to screen admission to their teacher education programs. Two of these states, Alabama and Florida, use American College Testing Program (ACT) and Scholastic Aptitude Test (SAT) scores for program admission. The ACT cutoff scores for Alabama and Florida are 18 and 17, respectively. Analysis of national 1986 ACT scores from high school students who indicated education as their preferred career shows that only 21 percent of the blacks, 35 percent of the Native Americans, and 50 percent of the Hispanics (excluding Mexican-Americans) had scores of 16 or above. In contrast, 70 percent of the white high school students indicating education as their preferred career had qualifying scores.

The data for Florida alone indicates that in 1985, "80 percent of the black students, 61 percent of the Hispanic students, and 37 percent of the white students were ineligible by virtue of their SAT and ACT scores to enter teacher education programs at state universities."[16] In raw numbers, only 600 to 700 black students in Florida would have qualified for admission to teacher education. If each of these students was lured into teaching careers (an unlikely supposition) and successfully completed the remaining requirements, black teachers would still be underrepresented in the Florida teaching force.

A similar pattern appears in Texas, where the Pre-Professional Skills Test (P-PST) is given to prospective teachers before they are admitted to a state-approved teacher education program. In ten separate tests administered between May 1984 and March 1987, more than 6,000 Hispanic and 2,000 black students interested in teaching took the test. Of these, 2,700 (or 44.5 percent) Hispanic and 705 (or 30 percent) black students qualified to be admitted to teacher training programs. More than 80 percent of the whites passed. And Texas is a state that needs to increase its minority teaching force 100 percent to provide adequate representation in the profession and for its minority students.

Teacher Certification Tests. Another response to the demand for quality assurance and accountability has been the institution of teacher certification examinations. Forty-four states have implemented or decided to initiate a testing program for prospective teachers, including the fifteen

selected in this survey. These tests also have diminished the minority teacher supply. A study examining the impact of standardized teacher certification tests in fifteen states in the Southeast suggested that the longer a state had used testing, the greater the decline in newly certified black teachers.[17]

An examination of pass rates in other states shows that this trend is not geographically bound. ExCET, the Texas certification test, was administered three times between May 1986 and February 1987. The cumulative pass rate was 51 percent for blacks, 65 percent for Hispanics, and 91 percent for whites. In raw numbers, this resulted in 1,170 blacks, 3,852 Hispanics, and 32,477 whites as newly qualified to teach in Texas schools, which have approximately 445,000 black and 950,000 Hispanic students. Similarly, in California, 36 percent of black and 50 percent of Mexican-American candidates passed the state certification exam in 1986, while 82 percent of the white candidates passed. The elementary schools in several California school districts already have a majority of "minority" students.

One reaction to these statistics is to blame the poor preparation minority students have received in elementary and secondary school. Another reaction is to examine the quality of general undergraduate education and teacher education programs as well as their ability and commitment to prepare minority teachers. Once certification testing had gained momentum, especially in the South, much attention was focused on the high failure rates of teacher candidates in historically black colleges and universities. The black colleges came under scrutiny because as recently as 1981 more than 60 percent of all education degrees awarded to blacks were conferred by black institutions.[18]

Several of the historically black colleges and universities have responded to the challenge posed by state certification tests and are working to improve significantly the success rate of their graduates. Intense efforts at Grambling State University (Louisiana) and Tuskegee University (Alabama) have raised their candidates' pass rates to above 80 percent. Six historically black institutions in five southern states and three nationally known graduate schools of education have created a

consortium to improve academic preparation, skills instruction, and professional preparation and certification at the participating colleges.[19]

These examples demonstrate that solutions can be found to improve low pass rates on certification examinations. They also attest to the commitment of black institutions to prepare minority teachers both for classroom performance and state standards. What is not known is whether predominantly white institutions are ready to focus attention on the recruitment, preparation, and certification of minorities and raise the success rates of their minority teacher candidates. Neither is there data on efforts of these institutions to prepare the few minority students who are enrolled in their teacher preparation programs.

Program Approval. The continuing agenda to improve teacher education has produced another potentially negative side effect that threatens the expansion of the minority teacher pool. Some states use pass rates on teacher certification tests for approval of teacher education programs. At first glance, this appears to be a strong tool for increasing the accountability of education programs to deliver the highest quality preparation. Yet the use of only one student measure—a standardized test score—may make small programs reluctant to admit students from groups with a record of high failure rates. Categories of students may be discouraged from participation because they threaten the survival of an institution's program. The use of test passage rates for program approval must be examined carefully to ensure that certain students, for example minorities, are not overlooked. This examination may lead to broadening the accountability system to include multiple measures, such as minority student retention and first-year classroom performance, for program approval.

Limits of Teacher Tests. Standardized achievement tests are one of many assessment tools, but it is important to acknowledge their known flaws. None of the tests can predict how good a teacher a prospective candidate might be. Most of the tests have come under question for their fairness in measuring the abilities of all students regardless of race, ethnicity, or gender. The tests do measure skills that might be ac-

quired in secondary school or in a general course of study as an undergraduate. A student's success on such tests reflects most strongly the student's access to educational opportunities that prepared him or her to compete on standardized tests. From this perspective, energy and resources might be best spent on the early recruitment and intensive training of minorities who wish to teach to better prepare them to take state entrance examinations. In addition, schools, colleges, and departments of education might devote greater resources to prepare teacher candidates for exit, rather than screening out talent at entry.

Where standardized tests continue to be used as admission criteria, they should be just one of several criteria rather than the central measure of a candidate's merit. The National Council for Accreditation of Teacher Education recommends that multiple measures, including faculty recommendations and biographical information along with standardized test results, be used to screen students for admission.[20] The Council also encourages the use of alternative admissions procedures to increase the participation of institutionally identified underrepresented groups.

Teacher certification tests are not likely to disappear, given the demands for accountability by the public and political entities. However, a concerted effort, such as those in California and Connecticut, must be made to improve the validity of tests to predict performance and fairly assess all candidates. Until better, fairer tests are developed, states have two primary responsibilities to increase participation of minorities in teaching: to broaden criteria for judging potential for entry into the field and to adequately prepare minorities to pass existing certification tests.

Some states have recognized the urgency of the minority teacher shortage, have identified the causes of the decline in the minority teacher pool, and have instituted plans or activities to address the problem. A review of these efforts and recommendations follows.

The task of preparing and recruiting minorities into teaching is complex. Consequently, a comprehensive set of tactics is needed to create a successful overall strategy. The

following section describes activities under way in the fifteen states, beginning with those that reflect the policy development process, continuing through early recruitment and preparation activities, and ending with immediate steps to attract minority professionals from other fields and ensure the success of current teacher candidates.

STATE POLICIES AND PRACTICES FOR INCREASING THE SUPPLY OF MINORITY TEACHERS

The preparation of minority students for college and teaching is closely tied to broader efforts to restructure the United States' education system to effectively educate *all* children. As ways are found to educate larger proportions of students to higher levels of achievement, the aims of minority teacher recruitment and preparation will be well-served. Greater numbers of minority students are likely to graduate from high school and more of these students will be prepared to attend college. As the calls for college accountability grow stronger and include consideration of minority student retention and completion rates, more minority college graduates will be prepared to enter professional careers.

Teacher education programs must compete with other attractive professions for students. Current efforts to restructure the teaching profession, resulting in greater professionalization, higher salaries, better working conditions, and more appropriate assessment techniques, will all make teaching more attractive to minority students.

Institutional Responses to Increase Participation. In response to the general underrepresentation of minorities in higher education, a task force of the state higher education executive officers recently recommended that their membership develop a systematic plan to address minority access, recruitment, and retention in each of their states.[21] They exhorted their colleagues to work with federal and state governments, institutions of higher education, elementary and secondary schools, and private industry to improve the college participation and completion rates of minority students. Their recommendations provide institutions with suggestions for immediate action that can improve the retention of minority students.

The recommendations suggest that colleges of teacher education and other institutions of higher education develop detailed plans that enumerate their long- and short-term goals and targets for recruitment and retention and set timetables for implementation. The executive officers emphasized that these plans should be the responsibility of the entire campus, not only the office of minority affairs. Colleges and universities

must encourage minorities to participate more fully in the mainstream of campus life, both academically and socially. This should parallel efforts to help minorities adjust to what may seem an alienating environment, especially at predominantly white institutions.

The report suggested that teacher education institutions have the additional responsibility of preparing educators who can effectively work with minority students, regardless of the educator's ethnic, racial, or class background. These educators can act as informal recruiters of minority teachers by providing minority students with positive learning experiences that may inspire them to aspire to the teaching profession. The education officers also recommended that assessment guidelines used for admission be broadened to tap "strong, but as yet unrealized, potential" in minority students who may have had to overcome tremendous barriers to academic success. The use of multiple indicators of achievement could help to expand the pool of minority teacher candidates.

In addition, a recent report from the Western Interstate Commission on Higher Education recommends that academic programs be better coordinated and that counseling, assessment, and support services be provided to help ease the transition for minorities from two- to four-year institutions.[22] Innovative articulation strategies, such as a dual admissions process that allows students simultaneous enrollment in two- and four-year institutions, may improve retention and completion rates for minority students.[23] Moving more minorities on from two- to four-year institutions also would create a larger pool from which to recruit teachers.

There are specific actions that local school districts, colleges of teacher education, teacher certification boards, and teacher recruitment and selection offices can take to ensure that a highly talented cadre of minorities will choose teaching over other professions.

Minority Teacher Development and Recruitment Activities

Information Gathering. The most important initial step a state can take is to study teacher supply and demand taking into account the race and ethnicity of the current and projected teaching force. Collecting reliable statewide data on minority teachers and teacher candidates was found to be the most difficult task encountered by the fifteen states. Several states did not collect or report teacher (or student) data by race.

A good example of data gathering is the Illinois State Board of Education and State Teacher Certification Board's report, "A Study of Teacher Trends and Traits." The report was required by the 1985 Illinois educational reform legislation, and presented a thorough analysis of the gender and minority distribution of students enrolled in colleges of education and teachers. These data were analyzed in the context of the past and current minority student enrollment. The data showed parts of the state where minority teachers were working, where minority students were enrolled, and the size of the pool of future minority teachers.

Florida's Education Standards Commission produced a similar report on meeting the challenge of providing minority teachers to their public schools. This 1987 report also included specific recommendations on how the state could increase the supply of minority teachers and improve data collection on teachers. The recommendations include a statewide study on the causes of teacher attrition and the systematic follow-up of college of education graduates.

Planning. In South Carolina, in 1984, the deans of several colleges of education provided leadership for forming a task force to plan for a teacher recruitment center. The task force developed a proposal and submitted it to the Higher Education Commission, where it was turned into successful legislation that resulted in the formation of the South Carolina Center for Teacher Recruitment. The center's initial annual budget was $250,000. The center is a consortium of representatives from twenty-six teacher training institutes, public school educators, legislators, business people, and representatives from state education agencies and professional associations.

Through the center, the state intends to make a concerted effort to compete with business, industry, and the professions for talented people. The Center focuses its recruitment efforts on individuals of above-average academic ability who feel some inclination to teach, but may be discouraged by peers, parents, or teachers.

Illinois has begun its planning process with a different approach. Last year, the State Board of Education and State Higher Education Board created a joint committee of educators, business people, and community activists who will create recommendations for improving minority student achievement and recruiting and retaining minority teachers. They will consider existing research findings and presentations by institutional and program representatives in developing the recommendations.

Five southern states (Arkansas, Georgia, North Carolina, Tennessee, and Virginia) have created task forces whose charge is to develop recommendations for action—legislative and programmatic—which will result in an enlarged pool from which to recruit minority teachers. The catalyst for the state task forces was the Southern Regional Task Force on the Supply of Minority Teachers, co-sponsored by the Southern Education Foundation and NGA.

The Missouri Department of Education has created an internal task force that is exploring ways to increase minority recruitment. The task force members represent teacher education, urban education, desegregation technical assistance, and the deputy commissioner of public instruction.

The state school superintendent in Maryland appointed a task force on minority teacher recruitment and promotion. The task force's charge is to submit an action plan to the superintendent that reflects its assessment of minority teacher recruitment strategies and local systems' promotion policies. The action plan may result in recommendations for programs and practices or requests to the legislature for funds. The report will be released in Spring 1988.

Strategies to Improve the Pipeline. Planning activities informed by the needs and resources of individual states can

focus minority teacher recruitment efforts on a variety of target groups. Some states have begun by targeting young adolescents still in the middle grades to raise aspirations and to provide academic assistance. Other states provide students with early exposure to teaching experiences in order to recruit them into the profession. Still others have started by focusing on access to higher education by providing financial aid or other incentives. Some states have begun by building on the importance of historically black colleges in preparing black teachers and, thus, committing additional resources to these institutions to help them better prepare their students. Most of these activities have been instituted so recently that sufficient time has not passed to evaluate their effectiveness.

In targeting early adolescents, Alabama State University conducts a partnership program with local high schools that targets ninth-graders interested in teaching. The students are provided with remedial services, guidance in curriculum selection, and test-taking skills to better prepare them for college.

South Carolina has one of the most organized statewide recruitment programs operating through its Teacher Recruitment Center. Its central activity is to interest talented students in teaching. Finding minority students with high academic achievement is a top priority for its Teacher Cadet Program. High school juniors and seniors with a B+ or better average take a course on teaching, have field experiences that introduce them to a range of teaching opportunities, and take a close look at the challenges and rewards of the teaching profession. The course is offered with support from college teacher education faculty. The Cadet Program has grown from 28 high schools serving 400 students in 1986-87 to 55 high schools and 900 students in 1987-88.

The Maryland Teacher Education and Certification Office helps local school districts, colleges, and universities build local chapters of Future Teachers of America. These chapters encourage young minority students to enter teaching. A statewide network to support the chapters is being developed and several individual schools and districts are moving ahead in establishing chapters.

In a unique venture, Los Angeles, California, Unified School District has a magnet school in a predominantly black neighborhood that prepares high school students for teaching careers. In addition to pedagogical instruction, the students receive teaching experience.

Fiscal Support for Improving Participation. In an effort to ensure that minority high school graduates have full access to higher education in general, and teacher education in particular, a few states support programs that provide financial and other assistance to interested students. One challenge is to offer amounts large enough to lure students away from more prestigious and potentially more lucrative careers.

The Public School Forum of North Carolina's Project Teach encourages black and Native American high school students to consider teaching as a career and to apply for a North Carolina Teaching Fellowship to finance their college educations. The Teaching Fellows Program is a loan forgiveness plan that provides $5,000 per year for up to four years of college in exchange for up to four years of teaching after graduation. Project Teach, which started in Fall 1987, employs community-based teams who carry information about the fellowship to students and parents. The teams also expose students to what is necessary to get into and stay in college, such as standardized test-taking skills and guidance counseling.

In summer 1987, Florida's Department of Education asked the legislature to double its promising teacher scholarships program to allow each high school to be eligible for two awards, one of which would be earmarked for a minority student. If there are minority students at each of Florida's eligible secondary schools, 317 scholarships would be available to minority students.

Beginning in the fall of 1987, the Georgia advisory committee funded a pilot program through Georgia Southern College to identify high school students interested in teacher education, provide them with financial and academic assistance to get into the college, and social support once they are on campus. Georgia Southern is a traditionally white institution that has suffered high attrition rates among black students. The social support aspect of the program responds to reports

that for blacks a key factor in attrition from the college of teacher education has been their sense of alienation from campus life.

Supporting Schools that Minorities Attend. South Carolina's historically black colleges and universities received state funding from the 1987 legislature to cultivate qualified teacher candidates from black high school students with average and below average grades, primarily from small and rural school districts.

Governor James G. Martin's North Carolina Consortium to Improve Teacher Education has made a commitment to improve the preparation of black teacher candidates. The consortium made a one-time grant of $700,000 in 1987 to the state's historically black colleges and universities to purchase computers and National Teachers' Examination software. This effort is intended to improve the pass rates of these candidates on the state teacher exam.

Florida is considering pilot programs at community colleges where minority students are highly represented. The programs would recruit, provide initial training, and increase the retention of students who would then be eligible for teaching scholarships for their upper division coursework. This proposal presumes an increase in the two-year to four-year articulation of minority students at community and junior colleges.

Immediate Strategies. For the most part, the programs and activities described above represent long-term commitments to preparing minority students for teaching careers. Whether grooming intermediate and high school students or providing financial assistance and social support to college students, the outcomes of these practices will not be seen for at least five years. Several states have such a shortfall of qualified minority teachers and so few students in the pipeline, that more immediate action should be instituted as well. One possible solution is to develop pools of minority professionals to be brought into teaching.

The Florida legislature recently received a recommendation from the State Department of Education to declare a criti-

cal shortage of minority teachers. In so doing, funds would be available for retraining candidates drawn from alternative pools of professionals, and for scholarships, loan reimbursements, and summer institute training of high school students.

The South Carolina Teacher Recruitment Center has made alternative pool recruitment one of its goals for 1987-88. The center hopes to recruit minorities from business and the military, both in and outside of South Carolina, for alternative route certification in critical shortage areas. A summer program to prepare alternative pool candidates for the professional standards section of the state teacher certification examination is under consideration.

Maryland's Teacher Recruitment Office has a well-developed military recruitment and preparation program targeted at three military bases in its state. At Fort Meade, for example, a teacher certification program has been designed by two institutions of higher education and delivered to officers before retirement who wish to pursue second careers in the classroom. Approximately a dozen minority military personnel and their dependents participate. In addition, the recruitment office is involved in a collaborative project that reaches out to early retirees from government and private industry. It has approached government laboratories and research centers, utility companies, and manufacturers as sources of math and science teachers. Much of the publicity in both the military and government/private industry campaigns is directed to attracting minorities.

What Governors and States Can Do

The preceding review of state action is limited to the fifteen states in the study. Other policies and programs exist in other states, but much of the activity is concentrated in local or pilot programs. The following matrix of state actions and programs represents NGA's best assessment to date of promising approaches to increase the pool of minority teachers. The matrix is designed to correspond to the categories of action described earlier. It flows from the policy review process to data gathering and early recruitment practices through to successful passing of state licensing exams. A final category

describes immediate potentially fruitful strategies for recruiting minority teachers.

Minority teacher development and recruitment require the coordination of all elements of the educational enterprise because each effort demands expansion of the educational pipeline and existing pools of talent. Several state education agencies and governing bodies have responsibility for implementing a range of strategies developed by policy makers and community members. Successful strategies will work best if they are in concert with broader efforts to further the aims of education reform and renewal, which continue to be a national priority.

END NOTES

1. Antoine M. Garibaldi, "Quality and Diversity in Schools: The Case for an Expanded Pool of Minority Teachers." Paper presented at the American Association of Colleges for Teacher Education's Wingspread Policy Forum, August 1987.
2. Linda Darling-Hammond, "Minority College Attendance and Career Choice: Implications for Teaching." Presentation to Holmes Group Government Relations and Liaison Committee, November 5, 1987.
3. G. Pritchy Smith, "The Critical Issue of Excellence and Equity in Competency Testing," *Journal of Teacher Education* 35 (1984), 7.
4. Bernie R. Gifford, "Excellence and Equity in Teacher Competency Testing: A Policy Perspective," *Journal of Negro Education* 55 (1986), 251-71.
5. G. Pritchy Smith, "The Effects of Competency Testing on the Supply of Minority Teachers." Presentation to the State of Illinois Joint Committee on Minority Achievement, August 27, 1987.
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7. Darling-Hammond, "Minority College Attendance and Career Choice."
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9. James R. Mingle, "Focus on Minorities: Trends in Higher Education Participation and Success," State Higher Education Executive Officers and Education Commission of the States, July 1987.
10. Jacqueline E. Woods and Ronald A. Williams, "Articulating with Two-year Colleges to Create a Multiethnic Teaching Force." Paper presented at the American Association of Colleges for Teacher Education's Wingspread Policy Forum, August 1987.
11. Mingle, "Focus on Minorities."

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13. Reginald Wilson and Sarah E. Melendez, "Minorities in Higher Education," American Council of Education, 1986.

14. The College Board, "Trends in Student Aid: 1980 to 1987," November 1987.

15. These states include Alabama, California, Florida, Louisiana, Mississippi, Missouri, New Mexico, North Carolina, and South Carolina. For a succinct discussion of teacher testing policies across the states, see Lawrence M. Rudner, "Testing to Improve the Quality of Our School Teachers," *Capital Ideas*, National Governors' Association, September 1, 1987.

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19. Southern Education Foundation, "BellSouth, National Governors' Association fund new SEF efforts to increase the number of black teachers," *SEF Newsletter* 2, October 1987.

20. National Council for Accreditation of Teacher Education, Standards Procedures Policies for the Accreditation of Professional Education Units, September 1987.

21. State Higher Education Executive Officers, "A Difference of Degrees: State Initiatives to Improve Minority Student Achievement," July 1987.

22. Western Interstate Commission on Higher Education, "From Minority to Majority: Education and the Future of the Southwest," September 1987.

23. Woods and Williams, "Articulating with Two-year Colleges to Create a Multiethnic Teaching Force."

APPENDIX:
SELECTED PROGRAMS AND PRACTICES

Policy Review and Constituency Building

PURPOSE: To review existing state teacher policies, build popular support for change in practices, policies, and increased funding where needed.

RESPONSIBLE PARTY: Appointed body charged with policy review and development.

Governor- or chief-appointed task force or policy committee to review research, policies, and practices and make recommendations for action regarding minority teacher recruitment. (Southern Regional Task Force on the Supply of Minority Teachers - Arkansas, Georgia, North Carolina, Tennessee, Virginia)

- Task force or policy committee representing the following:

  Governor's office; legislature; state board of education; higher education board or commission; colleges and universities (public, private, historically black, predominantly white); professional education associations; local boards of education; superintendents; teachers, principals, supervisors, and guidance counselors; civil rights and other community organizations; business and industry.

- Policies/practices to be reviewed might include:
  - Expanding current teacher recruitment activities.
  - Modifying counseling and other support services for minority teacher candidates.
  - Scrutinizing carefully the impact of testing programs:

    Review cut-off scores for scholarships and program entry;

    Survey the impact of state licensure examinations;

    Explore alternatives to standardized licensing tests.
  - Holding institutions of higher education accountable for minority student success.
  - Exploring the potential in the pool of paraprofessionals.

Data Gathering Activities

PURPOSE: To provide policymakers and public with sufficient data to make informed interventions and to monitor the progress of these.

RESPONSIBLE PARTY: State department of education.

Teacher supply and demand study (Illinois):

- Race/ethnicity and gender of current teaching force and teacher candidates.
- Minority teacher supply by school district.
- Minority student enrollment by school district.

Analysis of impact of teacher tests on minority teacher supply (Delaware):

- Longitudinal study on the use of teacher testing and its ramifications for minorities.

Statewide posting of teacher applicant resumes/teaching vacancies service (Florida, New York):

- Job and job applicant bank for teaching (in New York $180,000 legislative appropriation).

Minority teacher pool/retention studies: How many minorities have education degrees; how many have certificates; how many are there in the classroom; how many are leaving each year; why are they leaving?

Early Recruitment/Pipeline Improvement

PURPOSE: To identify potential college students in earliest grades possible to develop for entry and success in teacher preparation programs ("grow your own").

RESPONSIBLE PARTIES: Teacher education programs and local school districts.

Pathways to Teaching (Florida - proposed):

- Middle school recruitment through teacher mentors.
- Motivational activities, teaching skill development, career exploration, college entry preparation.
- Partnerships with two- and four-year colleges for early college prep advisement, on-campus mentors.
- Corporate support for continuance of project and scholarship fund for participants. Proposed cost: $90,000.

Teacher Training Academy (Los Angeles, California):

- Magnet school offering three-year college preparation; pedagogy, methodology studies, and practice teaching.
- Partnership with teacher training programs which provide college faculty as guest lecturers.

Minority student development (South Carolina):

- High school/teacher education program partnerships.
- State funds ($90,000) to historically black colleges and universities to recruit from impoverished areas to provide summer enrichment and introduction to teaching for high school students.
- Participants encouraged to return to home area to teach.

Program Entry Incentives

PURPOSE: To increase access of low-income and educationally disadvantaged minority students who are interested in teaching.

RESPONSIBLE PARTIES: State and local government, teacher education programs, business, and community.

Financial aid incentives

Loan forgiveness package (Indiana): Forgives 50 percent or $2,000 for each year of teaching in the state.

Early recruitment and loan forgiveness (New Jersey):

- Identifies 25 high school juniors with potential for entering the profession and provides them with two summer college preparation programs.
- Offers four-year loans of $7,500/year and forgives 25 percent per year for teaching in an urban district and 17 percent for teaching in a non-urban district. Work-study is required to receive the awards.

Minority teacher scholarships (Michigan - proposed):

- Matching fund scholarships for minority students who would return to teach for five years in high schools with high minority populations.
- Funds matched by school districts, teacher education institution, and state department of education.

Targeted college work study (federal, state, corporate):

- Work-study jobs with children and youth for minority education undergraduates.
- Corporate support for summer employment during college years.

Flexible admissions criteria

Admission window (Colorado):

- Five percent of a teacher education program's new students may meet alternative admissions criteria.
- State board approval is required of the alternative entry plan.

Admission window (Louisiana):

- Ten percent of a teacher education program's new students may be admitted without meeting the minimum required NTE score.

Retention to Successful Licensure

PURPOSE: To ensure successful preparation and exit from teacher preparation programs.

RESPONSIBLE PARTIES: States, teacher education programs, two- and four-year colleges.

Increasing retention/two- to four-year articulation

Dual admissions program (Univ. of Wisconsin - Whitewater):

- Simultaneous enrollment in two- and four-year institutions for students interested in teaching.
- Academic and financial support; compatible criteria between two-year courses and four-year requirements; student contact with minority educators and education administrators.

Teachers for Tomorrow (UCLA, California - proposed):

- First-year: two-year college faculty member identifies 10 first-year students interested in teaching.
- Introductory education course.
- Meetings at four-year institution presenting demonstration of teaching techniques; addresses by award-winning teachers and college faculty.
- Second-year: summer enrichment available in literature, writing, math, languages, geography, and science.
- Tutoring of first-year program students or other two-year or high school students.
- Assistance with transfer applications.

Improved licensure test passage rates

Improving test pass rates and curriculum (Southern Regional Education Board):

- Targets historically black colleges to improve pass rates on teacher licensure and other standardized tests.
- Focuses on improving faculty skills in test item analysis and test construction; strengthening curriculum; establishing across disciplines reading and writing programs; incorporating into test banks more items reflecting critical thinking and analytical qualities.

Improving test pass rates and use of tests (Grambling State University - Louisiana):

- A historically black college using the National Teachers Examination for diagnostic-testing and remediation before testing for licensure.

Recruit from Alternative Pools

PURPOSE: To address the immediate demand and diversify the age and experiences of recruits.

RESPONSIBLE PARTIES: State education departments, local school districts, teacher education programs, teacher associations, business, and the military.

Post High School Participant Program (Jefferson County Public Schools, Kentucky):

- Target group includes teacher aides, substitute teachers and other paraprofessionals; employees of the local public university; community college students; and other area residents interested in teaching.
- Modal ages are 25 - 39; all with some college education including eight with master's degrees.
- Part-time and full-time enrollment in either the two- or four-year institution.
- Faculty from both institutions provide job placement and/or career counseling.
- Pre-professional workshops and in-service training leading to completion of certification requirements.
- Employment offered by local school district.

Teacher Recruitment Internship Project for Success - TRIPS (American Federation of Teachers - six urban sites nationwide):

- Collaboration among the local school district, teacher association, public universities, and state education department.
- Special recruiting of minority, science, and math graduates.
- Recruits serve as interns in public schools and fulfill certification requirements within one year.
- Teacher training provided throughout year.
- Interns provided with professional salary throughout internship.
- Experienced teachers serve as mentors to interns while retaining teaching roles.

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